DOCUMENT RESUME

ED 290 208 EA 019 816

TITLE A Kaleidoscope of Student Needs. New Challenges for Pupil Support Services. A Position Paper.
INSTITUTION New York State School Boards Association, Albany.
PUB DATE 87
NOTE 22p.
PUB TYPE Viewpoints (120)

EDRS PRICE MF01/PC01 Plus Postage.
DESCRIPTORS Ancillary School Services; Board of Education Role; Counseling Services; *Educational Policy; Elementary Secondary Education; Program Descriptions; Program Development; *Pupil Personnel Services; School Guidance; School Health Services; School Psychologists; Social Services; Social Support Groups; *Student Needs; *Student Personnel Services; *Student Welfare
IDENTIFIERS New York

ABSTRACT

Pupil support services have been slow to gain attention in the educational reform movement of the 1980s. Accordingly, in this paper the New York State School Boards Association examines the policy issues surrounding pupil support services, their place in the educational system and the reform movement, and their potential to integrate and strengthen the resources offered students. Topics discussed include the following: (1) the purpose of schooling; (2) a kaleidoscope of student needs; (3) the directions in pupil support services; (4) the organizational strategies for support service delivery; and (5) the relationship between school boards and pupil personnel services. The paper concludes with the contention that school district collaboration with counties and private-sector human service providers is the key to new possibilities, but that such possibilities will require careful planning by school boards and financial support by the state. A bibliography of 19 items is included; a summary of recommendations precedes the text. (TE)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED290208

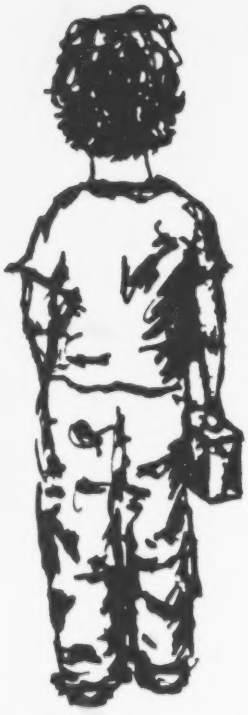
A Kaleidoscope of Student Needs

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☒ This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.



"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Jeffrey M Bowers

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

New Challenges for Pupil Support Services

EA019 816

BOARD OF DIRECTORS

President	REXENE ASHFORD *Otsego-Northern Catskills BOCES*
Vice President	JUDITH H. KATZ *Williamsville*
Vice President	ALBERT W. HAWK *Livingston-Steuben-Wyoming BOCES*
Treasurer	W. PARKER DODGE *George Junior Republic*
Immediate Past President	GRACE R. McIVER *Scotia-Glenville*
Area 1	JUDITH H. KATZ *Williamsville*
Area 2	ALBERT W. HAWK *Livingston-Steuben-Wyoming BOCES*
Area 3	PATRICIA M. PETERSEN *Pioneer*
Area 4	DANIEL F. SCHULTZ *Skaneateles*
Area 5	JAMES E. CALDWELL *Canastota*
Area 6	EARL LUMLEY *St. Lawrence-Lewis BOCES*
Area 7	GORDON S. PURRINGTON *Guilderland*
Area 8	JOSEPHINE WATTS *Hamilton-Fulton-Montgomery BOCES*
Area 9	KAY MICHELFELD *Warwick Valley*
Area 10	GEORGINE J. HYDE *East Ramapo*
Area 11	
Area 12	PAMELA BETHEIL *Longwood*
City of New York	JAMES F. REGAN *New York City*
Large City School Boards	JUDITH P. FISHER *Buffalo*
National School Boards Association	ARLENE R. PENFIELD *Clinton-Essex-Warren-Washington BOCES.* *Non-voting*

STAFF

Executive Director	LOUIS GRUMET
Deputy Executive Director	JAMES V. VETRO
Administrator of Research and Development	JEFFREY M. BOWEN
Research Assistant	DEBRA L. LIPKOWITZ
Research Assistant	LUCINDA GRANT-GRIFFIN
Research Assistant	NANCY PAVIDIS
Research Assistant	BARBARA B. MOTT
Research Aide	VIRGINIA E. HENRY
Production Assistant	DIANE REMMERS
Illustrations	TINA COLUCCIO
Editors	RICHARD L. ORNAUER RITA C. STEVENS LAURA GULOTTY

A Kaleidoscope of Student Needs

New Challenges for Pupil Support Services

A Position Paper of the
NEW YORK STATE SCHOOL BOARDS ASSOCIATION

©1987 by the New York State School Boards
Association, Inc.
119 Washington Avenue, Albany, N.Y. 12210

All rights reserved. No part of this paper may be reproduced in any form or by any means without permission in writing from the publisher.

Printed in the U.S.A.

Table of Contents

Summary of Recommendations	iii
Introduction	1
Purpose of Schooling	2
A Kaleidoscope of Student Needs	3
Directions in Pupil Support Services	5
Organizational Strategies for Support Service Delivery	8
School Boards and Pupil Personnel Services	11
Conclusion	12
Bibliography	13

Summary of Recommendations

- Assumptions about society must be tested and redefined continually to maintain schools that are responsive to changing times and communities.
- It is essential that pupil support services address student needs as a series of often overlapping factors which inhibit academic and social development of the individual.
- Catchall delegation of tasks to pupil support service staff should be reviewed to make sure services are organized and unified to accomplish the goal of increasing *educational* accomplishment.
- Responsibilities of pupil support staff should be viewed not as competing demands, but as a range of school services from which choices can be made and unique opportunities found.
- Program designs must explore mechanisms for communication between teachers and the support service network.
- To assist teachers, districts should consider using teacher aides and clerical support to free teachers for tasks that reinforce pupil support service teamwork.
- Teachers should be well acquainted with the district support service system and use it for referrals and to improve the learning climate for individual students. In turn, pupil support personnel should request information from teachers on a regular basis.
- Community outreach and networking of resources are logical tools to fashion a healthy school/community relationship. It is essential that schools and communities find opportunity to communicate, gain mutual trust, and explore options together.
- Two views of the school's role must be focused and aligned: the traditional service provider and the coordinator of pupil support services.
- Boards need to be aware of who and what should be included in pupil personnel services. Board members should be knowledgeable about the goals, roles, functions, and responsibilities of each pupil personnel services staff member.
- Decisions about staffing should be equitable and balanced—between remediation and prevention, group activities and individual attention.
- Boards should keep abreast of the legal aspects of pupil personnel services.
- Decisions concerning pupil personnel services should reflect a board's responsibility to comply with legal mandates and support the educational needs of children within the contexts of community aspirations and financial feasibility.

- Pupil support services must be broadened in purpose and function. Rather than focus on weaknesses of youth and schools, educational policymakers and communities should see the child as part of a school community within a larger community.
- Policymakers should envision the school as a clearinghouse of the services needed by students, either directly or indirectly through referrals.

The long-range view of reform demands that educational needs be analyzed in terms of the student's entire world– in school, at home, and in the community. Pupil personnel services embrace that world.

Introduction

Pupil support services, providing individual support to students in matters of health care, career guidance and social services, have been slow to gain attention in the educational reform movement of the 1980s.

The current pattern of reform deals with symptoms of alleged school "failure" first. Inadequate test scores are met with increased academic requirements. Stiffer teacher preparation and justification standards are intended to respond to perceived faults in instruction. These efforts have merit, but their responsiveness is limited to the immediate concerns.

The long-range view of reform demands that educational needs be analyzed in terms of the student's entire world—in school, at home, and in the community. Pupil personnel services embrace that world.

In this paper the New York State School Boards Association examines the policy issues surrounding pupil support services, their place in the educational system and the reform movement, and their potential to integrate and strengthen the resources offered our students. The described programs typify efforts throughout the state. Specific information on at-risk initiatives in individual school districts and boards of cooperative educational services (BOCES) is contained in the Association's state directory of dropout prevention programs and related research reports.

Reform movements have come and gone, but each has emphasized the obligation of schools to reconcile conditions that shape students' lives with obligations to help students learn.

Purpose of Schooling

The purpose of schooling is linked to two assumptions about society: first, that certain attributes are necessary for a productive citizenry; and second, that families provide a foundation upon which schools build an appropriate learning environment.

Given these, society has charged schools with developing and delivering an educational program that will provide students the opportunity to become productive, self-sufficient citizens. These assumptions must be tested and redefined continually to maintain schools that are responsive to changing times and communities.

The concept of academic and societal obligations to students is not new. **The Cardinal Principles of Secondary Education,** published in 1908 by the National Education Association Commission on the Reorganization of Secondary Education, stated that health, command of fundamental processes, worthy home membership, vocation, civic education, worthy use of leisure and ethical character represented the goals to be realized by schools for their students. Since then, these principles have been updated many times. Reform movements have come and gone, but each has emphasized the obligation of schools to reconcile conditions that shape students' lives with obligations to help students learn. Three enduring questions posed by Ralph W. Tyler in his 1950 **Basic Principles of Curriculum and Instruction** help policymakers assess and reconcile current day educational purposes:

1. What educational experiences can be provided that are likely to attain the schools' purpose?
2. How can these educational experiences be effectively organized?
3. How can one determine whether this purpose is attained?

Answering these questions requires a close look at the students themselves, the school-student relationship, and the relationship between the local community and schools.

A Kaleidoscope of Student Needs

The National Commission on Excellence report, **A Nation at Risk,** brought two concepts into the forefront of education: the interdependence of an achieving nation and achieving students, and the idea of being "at risk"—a term now used to describe children whose potential is undermined by health, social, educational and/or economic factors. That a democratic nation's success is built upon the success of individuals is clear. Lack of school success is a major inhibitor of economic opportunity among youth.

The resources aimed toward promoting that success are an excellent preventive investment with a long-range pay back. For every dollar spent on keeping a child in school, six dollars are spent on public support for undereducated adults. It is crucial, therefore, that education's resources be targeted on conditions that inhibit learning.

When discussing pupil support services within a school district, educators should maintain a kaleidoscopic view of youth and their needs. Though the school district's framework remains the same, individual needs, affected by changes in students' lives and the communities around them, may shift continually.

Specific need groups can be identified. The needs of students with handicapping conditions won unprecedented legislative support in the mid-1970s, and with it came a concept of cooperative pupil support services previously unrecognized. More recently, legislation designed for at-risk students dramatizes the plight of those who are potential dropouts, academic underachievers, frequent absentees, substance abusers, or teen parents. Funds for dropout prevention and educationally-related support services are funnelled into counseling and alternative education programs to serve these students. In addition, college-bound and vocational education students present other special needs. There are those students for whom there are no natural advocacy groups—students who fall through the cracks. A prime example is children of alcoholic parents who do not speak for themselves and whose parents are unable to do so.

Although there are discreet groupings of students—for legal guarantees, funding, and educational programs and services—the school's pupil support service system must recognize that groups are not mutually exclusive. As can be seen in a kaleidoscope, segments shift into new positions, changing the designs previously cast: college-bound students who may require counseling for substance abuse, for example. Student needs do not fall into predictable patterns. It is essential,

therefore, that pupil support services address student needs, almost panoramically, as a series of often overlapping factors which inhibit academic and social development of the individual. As the school program, curriculum and instruction become more oriented to a student-centered philosophy, so, too, must systems of pupil support services.

Directions in Pupil Support Services

Since the 1970s, schools have moved toward specialization in dealing with student non-academic problems. Guidance counselors, social workers, school psychologists, school nurses and nurse practitioners are inheriting new responsibilities not accounted for elsewhere. This catchall delegation of tasks should be reviewed to make sure that support services are organized and unified to accomplish the goal of increasing *educational* accomplishment.

The variety of guidance counselors' functions illustrates both potentially fragmented responsibilities and diversion from instructionally-related support: class scheduling, assigning courses, monitoring attendance, administering and interpreting tests, participating in and managing procedures for special educational placements, helping students with college applications and the accompanying financial aid, providing career information and guidance, working with students with attitudinal or behavioral problems, crisis intervention, liaison with local youth-serving agencies, and communicating with parents.

As concerns about student psychological or social alienation and self-abuse have intensified, the functions for social workers and psychologists have grown as diverse as those for guidance counselors. Social workers generally prepare social histories of children, provide individual and group counseling to children and families, mobilize school resources that may benefit the student, and provide links with community human service providers.

The school psychologist is typically responsible for psychometric evaluation of students and serves on the district's committee for special education. In addition, psychologists may participate in career development programs, counseling, assessments of performance, liaison to community health services and crisis intervention.

These lists of responsibilities should be viewed not as competing demands, but as a range of school services from which choices can be made and unique opportunities found. Apparent function overlaps, such as crisis intervention and liaison with community service providers, offer districts an option to use professional competencies in combinations, depending upon the school site, district policy, staff, and the availability of services and facilities in the community.

The commitment of classroom teachers is essential to a system that supports learning. Program designs must explore mechanisms for communication between teachers and the support services network. Referrals from teachers, monitoring and evaluation of the effects of support

services on students' learning are invaluable. Likewise, feedback on a student's progress, or possible limitations, enables a teacher to vary instructional methods.

In the elementary school especially, the teacher's role is conducive to participation in a support service network. In a report by the Southern Association of Colleges and Schools (1973), features of the elementary teacher's role that reinforce pupil support service teamwork are identified as follows:

- assessing the understanding and skills of the child and providing opportunities for these to be extended;
- analyzing learning problems;
- selecting content and methods of experimentation for new learning situations;
- individualizing and personalizing situations and learning materials;
- using the skills and talents of other team members in program planning and implementation;
- evaluating and guiding the child in self-evaluation;
- communicating with other team members concerning the effectiveness of the school program and changes in child behavior.

To assist teachers, districts should consider using teacher aides and clerical support to free teachers for the preceding functions. Teachers should be well acquainted with the district support service system

and use it for referrals and to improve the learning climate for individual students. In turn, pupil support personnel should request information from teachers on a regular basis.

Just as communities change due to developments within and beyond their boundaries, so do schools. They neither are, nor should be expected to remain, constant. To be effective, schools must have a capacity to change. To adapt internally to environmental changes, a system must be developed to link services and activities in schools and communities to each other. Community outreach and networking of resources are logical tools to fashion a healthy school-community relationship.

Initiatives at the state and local levels emphasize an awakening to the need for pupil support services. The state's responsibility to ensure support services to help students with special needs is evident in the many categorical aids which target different populations. Funds for the education of pupils with special educational needs (PSEN), limited English proficiency, and handicapping conditions have long recognized factors that impede learning. More recently, state funding has become available to provide students access to special support services: educationally-related support services aid, incarcerated youth aid, youth-at-risk and community partnership programs, and attendance improvement/dropout prevention (AI/DP) aid. These efforts emphasize the potential of community-based opportunities for support services linked with school programs.

The results of this Association's statewide surveys attest to the growing enterprise and energy of school district-community cooperation and school-based pupil support systems. Our study of educational trends in middle schools showed that 57 percent of reporting districts have special intensive counseling programs, and 55 percent have substance abuse programs.

In an Association study of exemplary dropout prevention programs in small and rural districts, respondents cited collaboration with other community agencies or service organizations to provide opportunities for at-risk students. Similar results were found in an Association survey of 71 districts receiving AI/DP aid. More than 80 percent coordinate with community organizations for services such as counseling, substance abuse, child abuse and neglect, and health-related services.

From these initiatives, common threads can be woven into strategic models for support services. To move forward in this area, two views of the school's role must be focused and aligned: the traditional service provider and the coordinator of pupil support services.

Organizational Strategies for Support Services Delivery

Reforms in education owe a great deal to the findings and acceptability of effective schools research. Its ready acceptance may be due to the common sense approach taken: schools that work well have been studied to find common themes and practices. Five major factors contributing to effectiveness are: (1) strong instructional leadership, (2) high expectations for student achievement, (3) an orderly and positive school climate that supports learning, (4) strong emphasis on basic skill development, and (5) regular monitoring of student progress. These findings make a powerful case for organization of support services and for general school organization. Availability of services implies to students an expectation of success, that academic achievement is important, and that schools and communities are willing to help them succeed. Support services also contribute to the personal sense of order and positive climate surrounding the individual.

Successful examples of district-wide planning exist in both school-based systems and school-community service networks. A regional alternative school in western New York illustrates a comprehensive, school-based approach by combining flexible programs, counseling provided by crisis managers, academic advisors, psychologists, and staff trained in community intervention to deal with problems of chemical abuse. There is a transition program for students moving from the junior high to high school level. The school-based program relies upon inservice training of staff and community support via professionals who work with and enable school staff to provide needed support services.

School-based systems may rely on child study teams and adaptations of the state-supported Comprehensive Instructional Management System (CIMS) to track student progress. Child study teams bring together school staff to share perspectives and thus come to know each student and his or her possible barriers. Successful school-based programs require that districts assess resources, identify gaps in service delivery, and explore combinations of models that would allow schools to help each other.

School-community service networks rely on the school as coordinator of support services. In an advocacy role, the school incorporates its own resources with those of the community. Responsibility

for the total development of the child may be shared, but the school remains at the center of a student's daily life.

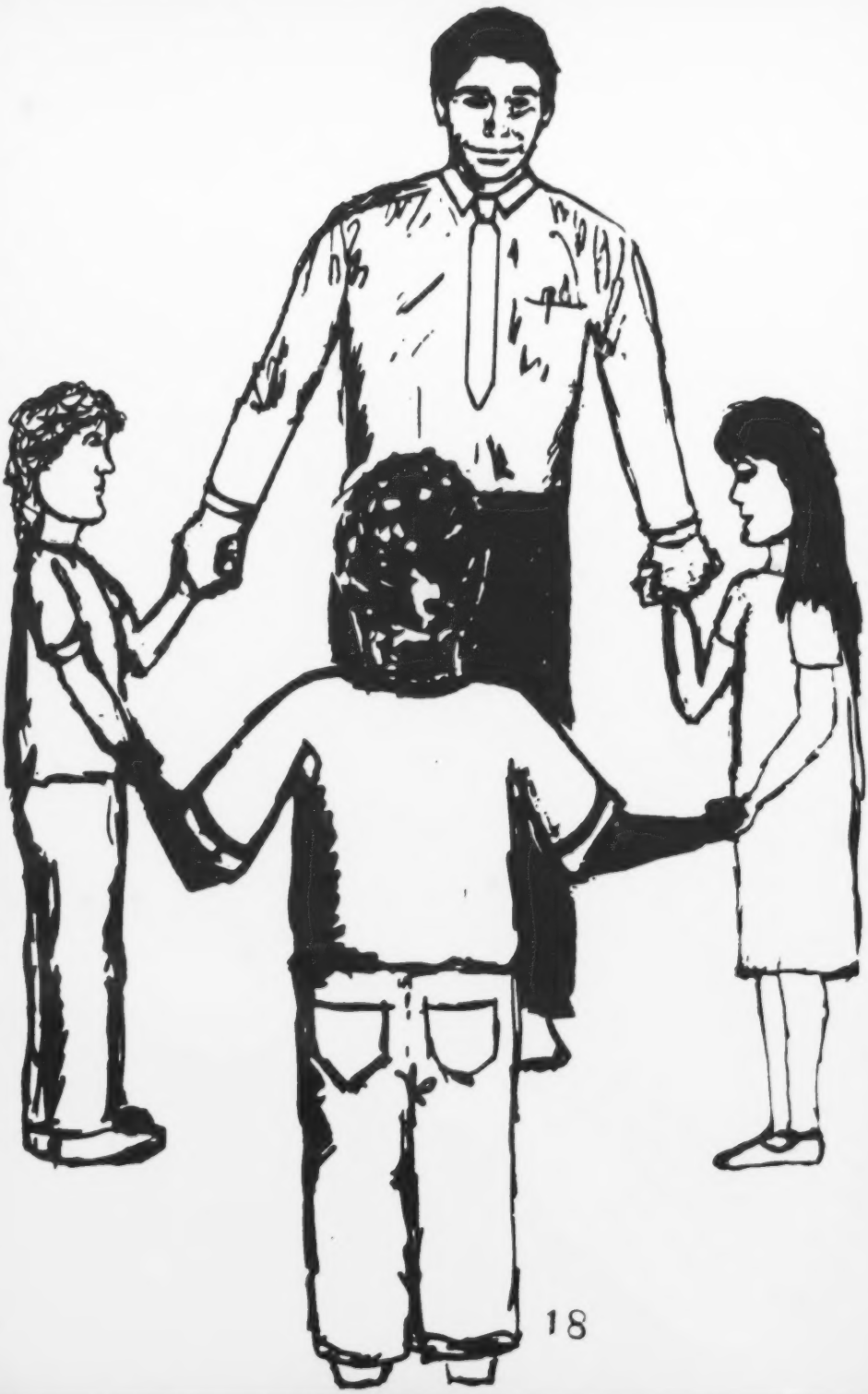
The student assistance program is a successful prototype that uses professional counselors from the community to provide a wide range of primary prevention and early intervention services. Modeled after employee assistance programs used in industry, the program uses trained counselors from county agencies to deal with substance abuse-related problems. Staff members receive coaching in different ways to make referrals appropriate to the students' individual circumstances.

Another approach gaining attention nationally is the Cities in School (CIS) model, thus far adopted in 17 cities. Resources that are tapped may include county agencies, boys' and girls' clubs, and other organizations that deal directly with children and families. The model, developed by the Cities in School national partnership, is three-tiered:

1. An organizing committee (which becomes the board of a 501(c)(3) non-profit corporation) made up of leaders from the public and private sectors who *agree* to become the governing body;
2. A city-wide facilitation team made up of a city director and two agency coordinators who secure *agreements* from human service agencies for the repositioning of staff in the school; and
3. The education site project team, coordinated by a project director, working with small and manageable groups of students who, along with their parents, have formally *agreed* to participate in the system. The model stresses partnership development, expansion of school district capabilities, and brokering/networking functions of schools and community human service providers.

Smaller districts can benefit as well from networking models. For example, a youth-at-risk program serving five school districts in a primarily rural New York county brings together resources of county probation, social services, and mental health departments to provide a variety of early intervention services. Approximately 25 community organizations participate as referral resources. Youth, ages 7 to 16, can access individual, family, and group counseling and gain extra involvement with the community through supervised work programs, a "special friend" program which matches volunteers and referred youth for a personal one-on-one relationship, and a rent-a-kid program, providing youth, age 14 to 18, with part-time employment from community members seeking help with home maintenance.

There are many innovative options for schools and communities to consider. It is essential that these partners in child welfare find the opportunity to communicate, gain mutual trust, and explore the options together. Without such involvement, students may be deprived of services that may be available but not well known.



School Boards and Pupil Personnel Services

As local policymakers, school boards should shape the goals and conditions that guide administrators as they coordinate school programs at all levels. Pupil personnel services are a powerful connecting link. Boards need to be aware of who and what should be included in pupil personnel services. Board members should be knowledgeable about the goals, roles, functions, and responsibilities of each pupil personnel services staff member. Boards should be prepared to determine the number of staff required in a district, or whether staff is required at all. Also, they should be ready to approve an appropriate pupil personnel services budget, set priorities for new or understaffed programs, and choose among options available when shortages of professional personnel exist.

How should the number of staff be determined? Based upon a study of the needs of pupils and of staff for such services, boards should identify these needs directly or indirectly through teacher observations, staff conferences, program evaluations, analysis of pupil records, follow-up data, and community resources. Moreover, boards should realize that needs are affected by the nature of the instructional program and the extent to which teaching is adapted in a meaningful way to the individual pupil. Finally, the socioeconomic characteristics of the community imply certain types of pupil personnel needs. Local school boards may discover the full extent of needs only through the actual functioning of the pupil personnel staff. When the services are made available, the extent of the need may only then become fully apparent.

Boards often are confounded by which services to institute, expand or curtail within the restrictions of limited supply of available personnel. Decisions should be based upon needs recognized and communicated by staff to insure effective and efficient service delivery.

Staffing and service should be balanced and equitable. Services focused on remediation, with major attention to those whose needs are most apparent, should not force a sacrifice of preventive services for others. Emphasis on activities that can be carried out in group work should not prevent individual attention. Policy decisions and program strategies must be made on the basis of careful consideration of the effects of the various alternatives and the consequences of neglecting necessary services.

Finally, boards should keep abreast of the legal aspects of pupil personnel services. Board responsibility demands a knowledge of laws

affecting children and education. This knowledge should include a basic understanding of the interpretation of such laws and their basic concepts. Relevant legislation includes child protection laws, laws governing the education of exceptional children, laws regarding confidential information, libel and slander, and laws concerned with health and social services to individuals and families.

Ultimately, decisions concerning pupil personnel services should reflect a board's responsibility to comply with legal mandates and support the educational needs of children within the contexts of community aspirations and financial feasibility.

Conclusion

Educational success is a persistently elusive commodity; its meaning and measurement cannot be realized without the combined resources of many individual schools, families, and communities. The nation depends on youth to carry dreams and visions into the future; they cannot be carried on the backs of the ignorant, the alienated, the abused, and the chemically dependent. Collective knowledge and resources can be tapped to improve conditions for many of these young people.

Accordingly, pupil support services must be broadened in purpose and function. Rather than focus on weaknesses of youth and schools, educational policymakers and communities should see the child as part of a school community within a larger community. These communities coexist and possess cultural norms, communication networks and resources that, when creatively orchestrated, will enhance the lives of children.

Coordination of pupil support services presents challenges, but the complexity of problems does not preclude solutions. Schools and communities should share leadership and seek agreement on short- and long-term planning goals. In any service delivery plan, expectations for students, staff, parents, community organizations and businesses should be understood and made mutually acceptable.

Finally, policymakers should envision the school as a clearinghouse of the services needed by students, either directly or indirectly through referrals. A comprehensive approach to solving the range of problems that affect a child's school life will require a special kind of leadership. New roles will become necessary, and legislation may be needed to authorize those roles. School district collaboration with counties and private sector human service providers is the key to a treasure of new possibilities, but those possibilities will become realities only if they are planned well and financially supported by the state.

Bibliography

"Attendance Improvement/ Dropout Prevention: A State Aid Program Survey and Report." New York State School Boards Association, April 1987.

A Blueprint for Success. National Foundation for the Improvement of Education, 1986.

Bronfenbrenner, Urie. "Alienation and the Four Worlds of Childhood." *Phi Delta Kappan,* February 1986.

_____. "The Three Worlds of Childhood." *Principal,* May 1985.

Children at Risk: A Resource and Planning Guide. Wisconsin Department of Public Instruction, 1986.

Comer, J. "New Haven's School-Community Connection." *Educational Leadership,* March 1987.

Dropouts in America. Institute for Educational Leadership, March 1987.

Heath, S. and McLaughlin, M. "A Child Resource Policy: Moving Beyond Dependence on School and Family." *Phi Delta Kappan,* April 1987.

Lawrence Lightfoot, Sarah. *The Good High School.* New York: Basic Book, Inc., 1983.

Meeting in the Middle: Directions in Schooling for Young Adolescents. New York State School Boards Association, 1987.

Networking for Solutions for Dropout Prevention. Center for Dropout Prevention, University of Miami, September 1986.

Patterson, J.; Purkey, S.; and Parker, J. *Productive School Systems for a Non-Rational World.* Alexandria, VA: ASCD Publications, 1986.

Raising Standards and Retaining Students: The Impact of the Reform Recommendations on Potential Dropouts. Center for Social Organizations of Schools, Johns Hopkins University, April 1985.

Reconnecting Youth. Education Commission of the States, October 1985.

Shattered Lives: A Portrait of New York's Children. Statewide Youth Advocacy, 1986.

Southern Association of Colleges and Schools. *The Pupil Personnel Team in the Elementary School.* Boston: Holt, Houghton & Mifflin.

Staying in School: The Dropout Challenge. New York State School Boards Association, 1985.

Tyler, Ralph W. *Basic Principles of Curriculum and Instruction.* Chicago University Press, 1949.

Wehlage, G.; Rutter, R.; and Turnbaugh, A. "A Program Model for At-Risk High School Students." *Educational Leadership,* March 1987.

Other NYSSBA Position Papers

Meeting in the Middle: Directions in Schooling for Young Adolescents

Home-School Partnership: School Boards and Parents

The Right Start: Promises and Problems in Early Childhood Education

The Impact of Class Size on Teaching and Learning

The Vocational Mission of the Public Schools

Teacher Quality: Viewpoints on Teacher Preparation

Toward Better Teaching

Staying in School: the Dropout Challenge

Global Education and Second Language Study in the Public Schools

The Case Against Corporal Punishment